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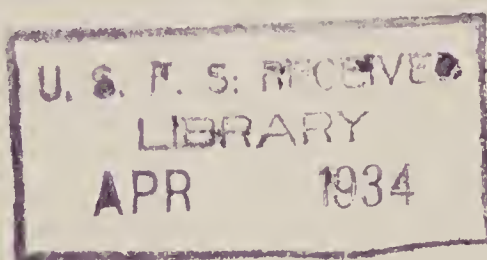
JANUARY 20, 1933

EXECUTIVE AND PERSONNEL

# MANAGEMENT

ON THE

NATIONAL FORESTS



A MEDIUM FOR THE EXCHANGE OF IDEAS AND  
EXPERIENCES BY OPERATING EXECUTIVES  
FOR THE BETTERMENT OF THE  
SERVICE

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## FLEXIBLE PLANS

*by*

JOHN B. TAYLOR, REGION 1

The Forest Service is rapidly becoming divided into two opposing camps on the question of work plans. On the one hand there are the rangers (and some Supervisors and Regional Office men) who say, "The plan won't work out. We are not prophets and we can't tell where we will be at a given date and hour six months from now. We draw up a nice plan that looks well on paper and no more than get started when along comes a circular letter or a fire and the plan all goes to pieces." In the other camp, one finds men in executive positions who assert that to concede modification of plans, except in the face of major emergencies, is in effect to throw away the plan. They say that plans can be followed and that the breaking down of plans in a majority of instances is merely due to lack of determination and resolution on the part of the field worker.

It is time that this problem be threshed out, if our plans are to yield the results which we have a right to expect in increasing our effectiveness in the handling of our jobs. The problem offered for discussion then is that of determining to what degree it is possible and desirable to provide for modification of work plans. The solution probably requires search for a compromise between the opposing viewpoints; a compromise which will secure the maximum of compliance with the essential features of a plan, with the minimum loss of adaptability to changing conditions.

Because there is a lot of hazy thought on the question, and in order to reduce discussion to the real problem, it seems desirable to relist the elements which go to make up a plan. A work plan is in final analysis merely a time budget. It can be divided into a number of elements, as follows:

- (a) It sets up basic objectives.
- (b) expresses policies.
- (c) It records the decisions as to priorities of work.
- (d) It prescribes work methods.
- (e) It establishes quantitative and qualitative standards.
- (f) It sets up time schedules.

Since a plan involves an effort to project one's imagination into the future and to make decisions as to how it will be wise to use time and resources, it naturally follows that the plan is based on an assumption of the conditions which will be in effect at the time that the plan is to be carried out. The man who states that his plans break down and that he is not a prophet is in effect saying that in his opinion it is impossible to predict conditions accurately and that the predictions are so faulty that they regularly necessitate a change of conclusions as to how his time should be used.

There is, however, a great deal of difference in the degree to which various elements of a plan are altered by changing conditions. Objectives generally remain fixed for long periods of time. Detailed time schedules, however, may change from day to day, or even from hour to hour. If we are ever to get anywhere it appears that each element of the plan will have

to be studied separately so far as the question of flexibility and change is concerned, in order to establish a basis for discussion.

The following is an effort to prescribe the degree to which a ranger's work plan should be adhered. This attempted definition of the degree to which the ranger should conform to the provisions of his plan and the extent to which he may be justified in departing from the plan, is intended as a substitute for those brief paragraphs in the forewords of our ranger work plans which usually read something like this:

"It is expected that the plan will be adhered to as strictly as possible. In the event of justifiable interruptions, such as fire jobs and special jobs of high priority which cannot be foreseen and require action without delay, the least important of the listed jobs will be dropped to allow the accomplishment of the special job. The plan will, however, be adhered to with a considerable amount of determination."

#### *Standard of Plan Compliance*

This work plan is made up of the following elements:

1. Objective.
2. Policies.
3. Priorities. (Including quantities)
4. Methods (Including travel routes).
5. Standards.
6. Time Schedules.

Of these elements the first two are regarded as fixed and inflexible for the ensuing period of one year during which this plan will be in effect. The elements 3 to 5, inclusive, are subject to a moderate degree of change. Time schedules will probably prove highly subject to modification. In carrying out the plan, therefore, the ranger will observe carefully the following instructions:

1. He will adhere strictly to the objectives set up and to the policies outlined, in no case deviating in any degree from such objectives and policies without prior approval from the Supervisor.
2. The jobs listed in the plan are classified in three classes of priority.
  - (a) First grade priority includes those jobs necessary to minimum standards of acceptable fire control; timber sale administration; personnel management; and finance control.
  - (b) Class two includes other routine work in the administration and protection of the district and is the largest class of priorities. Class two also includes a few highly important progress jobs which must be accomplished this year.
  - (c) Class three includes largely fill-in jobs which may be postponed to another year or completely abandoned without serious interference with the accomplishment of the basic objectives.

A ranger is authorized to postpone or abandon jobs in class three priority at any time in favor of any interfering work which in his judgment is of higher priority.

Jobs in class two priority will be abandoned or postponed only when required by extraordinary and unforeseen loads of work in the class one



priority group, and generally only with prior approval of the Supervisor.

No abandonment or postponement of the class one priorities is authorized and in case extraordinary conditions should make it appear impossible to accomplish the work included in the class one group the Supervisor will be promptly notified to permit of his making provision for handling the situation.

The work methods prescribed by this plan are those which study and experience indicate to be the most suitable and efficient. The ranger is, however, urged to study, devise, and experiment with other work methods including routings alternative to those set up in the plan. It is recognized that changes in the details of the occurrences of work, either as to date or location, will regularly necessitate modifications in the arrangement of trips, the combination of jobs, and the number of trips taken. This portion of the plan, together with the time schedules which are subject to the same elements of change is, therefore, merely an example of good planning of a purely imaginative situation. The ranger will be expected to perfect similar scheduling and routing of his work, using the same general grouping as that illustrated and striving for the most effective accomplishments of the jobs. Such schedules and routings should generally be prepared at the first of each month but even when so prepared are subject to change as the actual situation becomes apparent and in the discretion of the ranger.

Work standards will be adhered to in the same degree and in the same manner as priorities. The ranger may modify any standards in jobs of class three priority under the same conditions as those under which he would abandon or postpone such jobs. Likewise, he will adhere rigidly to the standards prescribed for jobs of class one priority.

#### *Discussion Regarding the Standard of Compliance*

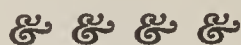
The foregoing standards are based on belief that the main reason for the breakdown of plans is the high degree to which the time occurrences of jobs is nonpredictable and, in a lesser degree, to the difficulty of predicting the exact location at which certain work will occur, with a consequent breaking down of the work routing. On actual diary analysis of a typical ranger district it was found that 53 per cent of the work done was nonpredictable as to the date of occurrence, the location of the job, or in both elements. The nonpredictable work includes such jobs as the making of S-22 sales, survey of special uses, fighting fires, the adjustments of trespasses, and trespass complaints and controversies, and similar jobs; and when it is said that they are nonpredictable it is meant that they could not be foreseen further in advance than an average of less than a month before their occurrence. It was further found on questioning the ranger in detail that 70 per cent of his trips were dated by the emergency of the nonpredictable jobs rather than by the foreseeable jobs. The standard proposes, therefore, that the question of scheduling and routing work be left entirely in the hands of the ranger, subject, of course, to the inspection to which all of his work should be subjected and to the usual requirements as to satisfactory redemption of his responsibility.

Margeson, writing in a Bulletin of the American Management Association recognizes three classes of plans:

1. General plans.
2. Seasonal plans.
3. Emergency plans.

His general plans include chiefly those elements which in the foregoing standard of compliance have been listed as unchangeable. His seasonal plans cover those elements where limited authorization for change is granted, while his emergency plans cover those elements in which the ranger is given full authority.

The standard permits of full recognition of our inability to prophesy what will occur. It permits of a large degree of adaptability to fluctuation in the details of the job. It affords a rigid requirement as to the broader and more essential elements of the plan.



## PROTECTION IN BACK-COUNTRY AREAS

*by*

J. F. BROOKS, SUPERVISOR, SELWAY NATIONAL FOREST

Many of the forests of the Northwest, and probably other parts of the United States, have within their boundaries areas of "back country" where the values are relatively low; and question has been raised as to the degree of fire protection they should receive. Because of their inaccessibility, improvement construction and maintenance, pre-suppression and suppression measures are costly; and to attain the objectives of control during the first burning period and staying within the allowable burned-over acreage, the forest may be compelled to put what some consider is an inordinately great part of its funds into the protection of the less valuable resources.

During the past season two parties of Forest Officers made trips through some of the so-called "back country" of Region One and Four for the purpose of seeing the actual conditions and discussing them on the ground. These parties included the Forester and members of his staff, representatives of Region One, Four, Five and Six and of the forests traversed.

There seemed to be general agreement that if the values were low they merited more limited protection, but there was very pronounced disagreement on what the values were. In the discussions, consideration was given to timber, grazing, recreation, game, mineral, watershed and all conceivable resource values.

The proposed plan of limited protection was often referred to as a "let-burn policy", but this does not describe it quite as accurately as "limited control."

The idea is to first determine which areas have values which do not warrant full and complete protection. Then each area would be broken up into logical units and a plan made definitely outlining the action to be taken in case of fire. The first line organization would ordinarily be reduced to an extent not permissible where more is at stake. In case of large fires, only limited numbers of men would be sent to them, the expectation being



that they might not be actually controlled until there was rain. The suppression crews would concentrate on the points where the danger of spread was greatest and where it would be most serious. Fires would sometimes reach large areas and the attempt would be to "herd" them rather than to put them out. Naturally, if the small crews could put them out, they would be expected to do so.

Experience on the Selway has shown that many fires in this type of country can be handled with small crews, but that in a year like 1910 or 1919 they will go and may reach areas of thousands of acres. In 1931, the Selway had four fires, varying from 40 to 160 acres in the kind of country under discussion. In each case the likelihood of their having become much larger if cut off in a few strategic places, was remote. Much of the Selway back country is broken up by sparsely timbered, rocky ridges and canyons, areas of hard double burn, open stands of lodgepole and alpine species and other natural barriers. Ordinarily they are "bomb-proof" but, as mentioned before, with the right set of conditions fire will travel in them.

On the parts of the Selway visited, the timber values were, in the opinion of a logging engineer, nil when considered from the standpoint of marketability. Some of the timber is merchantable in size and quality but so inaccessible that one faction said it would be more profitable to raise timber on lands now unproductive but closer to market and distribution centers. The balance of the timber is of too low yield per acre to be considered merchantable and even though it might have a pulp value at some future date, would probably be out of the picture because of the chance of doing better on more productive and more accessible lands. Others opposed this view on the grounds that we are not sufficiently capable of predicting future values to warrant taking chances with a resource which requires generations to replace. The timber of marketable size and quality is mostly western red cedar and ponderosa pine and the rest is lodgepole, douglas fir, white fir and alpine species.

It was conceded by all, I believe, that some of the yellow pine might be marketable during the shortage of good quality clear grade softwoods which may reasonably be expected in the future in spite of its inaccessibility and low yield per acre, but that this value would probably be temporary as we may reasonably look for some of the much more accessible stands, now in the reproduction stages, to be bearing merchantable stands in another 80 or 100 years.

The grazing use in the back country is rather limited, speaking of the Selway, but some of the best is on land which has been burned. Grazing is of a more or less temporary nature here, and the effect of fires is not, in my estimation, as serious a factor as it might be on some other forests.

The present recreational use is confined to that of an occasional fishing party in the summer and probably two hundred hunters each fall. The scenery is, in many places, superb and, I was told by a Washington Office man, far more attractive than some of that in California which thousands frequent every summer. Because of the fact that this particular part of the country is more distant from centers of population than many other forested regions, the future recreational use does not appear to be great. It was

pointed out, however, that a wild imagination is not required to visualize much greater use when air transportation becomes adapted to small landing fields and is more within the reach of the people of ordinary means.

The effect of the proposed policy on game would not be material in the ordinary season, but in a year like 1931, when such forests as the Idaho suffered heavy burns in the "back country" one might expect losses in game and feed. The effect on this forest is debatable. Big game is found in both the green-timbered and burned-over sections, and I am unable to decide in my own mind what the result might be.

I believe that consensus of opinion was that the effect on mineral development would not be serious. It would hamper in some instances if timber for use in development work was lacking. On the other hand, it is a fact that the early-day prospectors burned off the green timber for the assistance it gave them in uncovering ledges and outcrops.

It appeared to me that the sharpest difference of opinion, among those whose views I heard, was as to the effect on watersheds. Some rather definite figures were given on the effect erosion was having on a large reclamation project in Southern Idaho, the Arrow Rock. Overgrazing on Public Domain in the Boise Basin is causing silting of the Arrow Rock reservoir which will, if continued, fill it up in about 500 years (as I remember the statement). Every drop of water is needed for irrigation of land now under ditch, and each year's accumulation of silt results in making less water available for all of the land dependent or withdrawing from cultivation a certain acreage. Conditions on the upper Selway River are declared to be fully as bad from the standpoint of erosion as those in the Boise Basin. The soil is chiefly a decomposed granite which is very susceptible to erosion when the forest cover is removed.

Repeated burns remove the litter and the down timber which has a mechanical effect in holding soil. In some instances the burns come back to young growth or brush, but in others they are almost completely denuded except for weeds and very scattering brush. The next question which suggests itself is, "What if it does erode?"

The present use of these waters for irrigation and waterpower is very limited. If irrigation projects below the mouth of the Snake are developed, erosion in the headwaters of the Snake and Columbia would eventually be felt. The area which would be put under this "limited control" plan would not include the entire forested watersheds, probably only a small percentage. My guess, and it is only a wild one, would be not to exceed 25 per cent. On the Selway it might be applied in varying degrees to 40 or 50 per cent of the forest, but I believe it would be less on the Clearwater, Bitterroot and Nez Perce. I have no idea what it might be on the forests of Region Four suggested for this treatment. From the standpoint of erosion damage, the frequently referred to "long look ahead" is exceedingly necessary. Timber, grazing, recreation and the other values can conceivably be replaced in time but the damage from erosion, once started, presents a far more difficult problem; and there is a decided hesitation on the part of many to say that we should take chances on the needs of the future.



The whole question was precipitated by a desire to know whether or not the cost of intensive protection of these areas is justifiable from an everyday business standpoint. There was not entire agreement that this is necessary in handling a public property with so many intangible values which public sentiment may demand be preserved. The ability of one man or group of men to evaluate such a property and determine a reasonable annual amount to be expended upon it is questioned. An estimate of the savings which could be made is difficult until a rather definite decision is made on the area to be included and a more definite plan of how it is to be handled. There was much contention among those in the later party as to whether or not savings would actually result. Pre-suppression and improvement costs could be definitely reduced, but if the practice of "herding" large fires should be established would this always save money? At the time this party was on the Selway, a fire which had been burning for about ten days had just been put under control (by a good rain). The final area was approximately 600 acres and a crew of from 20 to 25 men had worked on it for 11 days. It was in a rugged rocky country, burned over and with little reproduction, too far back for grazing and I think anyone would agree had no definable value other than for watershed protection. Although "limited control" has not been prescribed on a large scale, it was attempted here. Making what I considered the reasonable assumption that if 50 men had been sent instead of 20 when the fire first passed out of the first line control stage, I believe it could have been controlled and mopped up for about the same cost as under the method followed. The number of men who fought the fire seemed to be just a jump behind all of the time.

In 1931, we had the experience mentioned before of manning fires in this type of country more heavily and finding that the final areas would have increased but little even though corral time would have been lengthened by as much as two or three days. These were instances of fires making runs which took men out of heavy fuel and which were followed by weather conditions unfavorable for spread.

The attitude of the public to such a policy came in for discussion. Some of the temporary employees on the fire just mentioned asked why it was not hit harder and "What about this watershed protection and all of the stuff on the fire posters about preventing fires?"

There is a shade of meaning involved which is going to be difficult to make clear to the public and to temporary employees. Just west of the Selway there is an area of about 15000 acres of cedar slashing belonging to the State of Idaho. The State Land Board has definitely decided to spend no protection money on this area, feeling that it has greater value for agricultural use than for timber. They know, however, that it cannot be put to such use under existing laws which require that no state land be sold for less than \$10 per acre and such a price is out of the question for this land. Furthermore, and probably the more important consideration in their minds, it is an area which has had some costly fires and may have more. This decision is known to people locally and has caused much unfavorable comment.

This summer a fire started on the area and was handled by the settlers



for three days. A local merchant went after the State Forester and the Governor about it and finally got the Land Board to authorize the Service to suppress the fire at State expense. The Service is now negotiating with the State for at least some limited protection.

Another view was expressed by a number of visitors to the Coolwater lookout on this forest during the past season. It is now reached by road which for the last four or five miles traverses a stand which is either alpine in character or burned area. If it were not easily accessible and immediately adjacent to areas bearing merchantable stands and having other definite values, it would be the type of country under discussion. The lookout man said he was asked occasionally why the Service protects such country. This would indicate that public opinion is, at least, divided. There is a demand for keeping all of the forests free from fire which has been fostered by foresters and any half-way measure is going to raise grave doubts in the mind of the average man as to whether or not we know what is best.

The subject has many angles which require consideration and on most of them there are good arguments on both sides. With the "long look ahead" in mind, the decision will be a difficult one to make.

## REVIEWS

*Adapting Planning to Rapid Changes:* By Parker Margeson, General Manager Phoenix Hosiery Company

The idea of Mr. Margeson is that times of rapidly changing conditions are just the times that plans are needed most. During boom times there was too little planning. With demand exceeding supply, most companies could make money on a policy of opportunism. They just drifted along and when anything came up they took care of it as best they could.

But such a system is wasteful. In a depression period it breaks down. Changes are too common. The unexpected too often happens. Careful planning is necessary, both long range and emergency. Changes occur so plans must be adapted to change. The plan looks ahead; when emergencies arise it is ready for them.

The navigator, before he starts on a trip, has a plan. He decides, for example, that he is going from New York to Bordeaux. That decision of ultimate destination corresponds to the "general plan" in industry. However, it is decided further that the ship shall make Bermuda, then the Azores, and then Spain on the way. These intermediate stops correspond to "seasonal planning" in industry. A Seasonal plan should cover a year or half-year never less than six months.

Suppose the second day out the navigator runs into a storm and his ship is blown off its course. It may be in danger. His action now corresponds to "emergency planning" in industry. It meets the unforeseen, the changed conditions, but it still aims to reach and does reach its ultimate goal as planned. The question is, did the original plan help any in reaching the goal?

Whether this analogy helps one to understand or not, any well managed industry does the three types of planning. The General plan is mostly policy. It covers such factors as method of distribution, whether wholesale or direct to consumer; labor policy, union or open-shop; personnel policy, general objectives, etc.

The seasonal plans should cover not less than six months. In the company managed by Mr. Margeson they do cover six months and are prepared three months in advance. This requires looking ahead for nine months.

These plans are by no means general. They set up definite schedules for sales, for production and for expense. They go into detail of design, style, quality, numbers, machine and labor requirements, banking requirements, etc. In fact they are detailed plans for the business. Yet they know quite well that the plan cannot be carried out. It depends on the public, and who knows nine months in advance what fancy design is going to "take". Then why make the plan?

But before answering that question let us first consider the emergency plan. If things ran smoothly and the seasonal plan worked 100 per cent, they would not be needed. But there always must be emergency changes. The job is to catch the need for change as soon as possible, stop the loss,



salvage whatever possible, and direct production into profitable lines. Emergency planning requires quick action on the part of executives. It requires also advance preparation, being always ready for shifts.

Our author says that the intermediate detailed plan that is never carried out in detail, represents the difference between success and failure. Working without them he calls "opportunism". It may get by in boom times but not when the going is hard. The chief trouble is that you don't catch the emergency need soon enough. Without the plan as a guide, a standard against which to check, things may seem to be going pretty well. You know it isn't so good but then it may not be so bad, so you let it slide along. Pretty soon the failure is evident, but also the loss is heavy. Comparison of the actual with the plan which is based on past experience and coordinates departments, shows at once anything unexpected. This gives the executive his opportunity to look into it and correct it in its early stages if it needs correction. Without the seasonal plan the executive loses in control. Work as hard as he may, he cannot keep his fingers on everything. He, in spite of himself, becomes something of an opportunist, jumping from one break to another, but never knowing for sure that there isn't a worse one somewhere than the one he is on.

"This function of planning, if properly applied to industry, will work industry out of its difficulties. If it were applied to government it would work government out of its difficulties. The United States needs it today."

As usual, I want to theorize a bit on the application of this plan idea to our work. The author, Mr. Margeson, says that it applies to all industry and to government. That hits us twice, because we are a part of industry and a part of government. Also we have tried planning very much as outlined here. We have our general plans. No one argues against them. And emergency plans are inescapable. However, some of us appear to be what Margeson calls opportunists. We like to follow our general plans until we meet the emergency and then make the most of it. Others want the detailed long-term plan (yearlong) as a guide. I thought both sides would be interested in this outside opinion on the subject.

*Report of The Forester: Department of Agriculture, Forest Service,*  
for the fiscal year ending June 30, 1932.

This publication needs no reviewing or briefing. It is accessible to each one of you and is brief enough to be read in full. Read it. Particularly do I want to recommend the first four pages. Here is a brief statement of the general forestry situation. It is not particularly cheering. Yet facts must be faced. The supply of commercial timber continues to decrease.

Out of curiosity I looked up the Forester's report of thirty years ago. The contrast is striking. Then everything was bubbling over with enthusiasm for the future. "The time for the general introduction of practical forestry in the United States is evidently at hand", says the old report. Then every trained forester that could be had was busy making "working plans" for private owners. The great day was dawning. Forestry, private forestry, was on the up-swing. The timber famine would be averted by the technicians.



Today the report says, "In comparison with the need, far too little is being done to facilitate and encourage private forestry". The looked-for development did not occur. Today, while the actual area of forest land is increasing, the supply of mature timber is decreasing. The age classes are badly out of balance. Too much second growth is being cut. The proportion of poor species is increasing. Millions of acres are under stocked. In fact, the futility of depending on individualism, competition and laissez faire has been demonstrated. Yet necessary correctives have "barely begun".

The two reports emphasize the difficulties of getting constructive action under our form of government. The condition has been known through all these years and instead of being corrected it still gets worse. The remedies proposed so enthusiastically thirty years ago have failed. The work of the forest bureau has changed.

Read the report and you will find that "changed" not failed is the right word. While it has not brought about the general practice of private forestry other things have been done. For example, 228 million acres of private and State forests are being systematically protected. The report thirty years ago did not mention protection. It wasn't being done. Since then the whole technique of fire protection has been developed—a new science in itself. The accomplishments reported in '32 would have been impossible in 1902. And since forests will grow where protected, conditions are, not what we would like but still not so bad. To me the most interesting point is that the thing which has really counted is something that was not even thought of in the earlier report.

Another unlooked for development is recreation. It is a new billion dollar industry, depending on the forest, that has sprung up during the interval. It adds to forest value without destroying any of the old values. Its development, or rather the coordination of its development with other uses and developments has been an important accomplishment.

Likewise has been the development of National Forest administration. In some manner the Forester has succeeded in doing the impossible. He has developed a really efficient business organization, recognized as such by industrial leaders. He has done this without sacrificing anything of the scientific, either in spirit or in actualities.

No, the report does not say so, not in those words at least. It says it much more convincingly by giving the facts and figures which prove it. But don't take my word for it. Read the report yourself. P. K.

*Managers Must Manage*, By Thomas E. Conway, Published in *Factory and Industrial Management*.

The author devotes the first half of his paper to the, what he calls, needless growth of overhead since the war. Formerly managers were managers and offices were places in which to work. Then times changed. Managers became "big shots" and fancy offices and batteries of secretaries became the order of the day. The "big shot" talked golf but did not know what was going on in the plant. The general manager appointed submanagers and each section manager had his assistants. Offices and officers all over the place but nobody looking after the business.

"In the rehabilitation of industry, the first essential is that everyone have a definite job and be required to discharge its duties."

"Second, definite policies must be adopted for every phase of the business". Everyone should know what these policies are.

The manager should devise some simple and practical means of keeping in constant touch with the entire organization, and stopping losses before they go too far. By concentrating for twenty minutes a day on reports he can know just what everyone is doing and how the work is coming on. Reports a month old are of no value. When a manager keeps in touch and knows what is going on foremen and workers do not concoct alibies. Do not permit the cost accountant to become an historian of past events.

Another suggestion is that "when you find a foreman or others who think they are overworked, ask them to tabulate all their moves for a given period, say a week, showing where they were, what they were doing and the time consumed in each operation or performance. You as well as they will be surprised at how much can be eliminated or arranged for easier performance."

My purpose in selecting this article for review was not to suggest that anyone has too much overhead. That I do not know. Rather, I was attracted by its suggestions, some of which are closely allied to what we have already done.

*Technocracy*: As published in every newspaper in the Country.

As you all know by this time, technocracy is the name given to a group of scientists who, unlike most scientists, know how to advertise. The amount of publicity these men are getting is astounding—almost equal to a major war. Any PR man can explain how they have done it.

Actually, the group has given out very little information. They claim to be engaged in an "energy survey" of North America. They have given out a few facts about energy and all of these are in line with statements by other investigators. We already knew that the number of energy machines had increased. For example, a forest officer instead of using one horse power for transportation now uses seventy. They show that a hundred years ago the energy consumed in industry was about 2000 kilogram calories per individual and that it is now 150,000 calories; that most of the worlds progress has been made in the last thirty years and that technological unemployment began in a big way in 1919 not '29 and has been increasing ever since. If the trend continues it will reach twenty-five million in 1934.

As to their conclusions, accept them or reject them as you like. They are spectacular, probably for a purpose. That and the purpose of their critics need not concern us.

To me the most interesting thing they have advocated, and the one it seems must be their real objective to promote, is the need for real, unhampered scientific research in the social sciences—the same freedom of action, the same financial backing, and the same quality of study and experimentation that has been accorded to the physical sciences. Their contention is that the physical sciences have developed so much the faster than our social organization, developed in a slower moving world, is a hundred years or so behind. This phase of their contention has not been



directly attacked by their critics. Perhaps it is not well understood by them. Neither is it my purpose to either criticise or accept. But since forestry, even though an industry, is so closely associated with the social life of the people, this is undoubtedly the point at which the controversy most closely contacts our interests. When the proceedings of the recent meeting of the "Association for the Advancement of Science" are published perhaps we will know more about the actual work and aims of technocracy than we can get from the voluminous newspaper discussions.



## SUGGESTIONS FOR DISCUSSION

The subject I am asking you to discuss is work plans, particularly the flexibility needed and how to get it. What is the best method of meeting the more or less shifting conditions of our work? This feature is not peculiar to us. Other industries are troubled with the same problem. I chose for review a paper on this subject, prepared for discussion at a meeting of the American Management Association. This is not an isolated article; the literature on the subject is fairly extensive, showing that it is a real management problem.

My objective in proposing it for discussion at this time is three fold:

(a) It is, as Taylor suggests, a bothersome question that has troubled all of us at times.

(b) As students of management we need to know what managers in other organization are thinking and doing.

(c) There has just been published by the Forest Service a manual on "Job Load Analysis and Planning", which makes it a good time to review the subject and make sure that we know just where our own organization stands on the subject.

I am not asking you to discuss Taylor's paper, but to discuss the subject on your own just as he has done. We ought to know just where we stand and why. We have made progress in planning, but on nothing are we perfect. Can this feature of management be further improved at this time? If Taylor has properly interpreted the situation in his first paragraph, then I would think there is quite a bit still to be done. The two groups cannot both be right. Usually, in such cases, neither is. In the first place what has "prophets" to do with planning anyhow? As I understand it, those birds *know* about the future so they do not need to plan. If a plan "breaks down" just because it "cannot be carried out" in every detail just as planned then no plan was ever worthwhile. Take anyone of your timber management plans; you plan a cut based on growth, then comes the depression and you are not cutting what was planned. So is the plan worthless? If it had not been the market, it would have been a fire or beetles or politics. Something always happens. Yet as foresters we advocate plans. Possibly they will help in getting things straightened out after the depression.

Margeson, in the article reviewed, says that anyone can get along without a seasonal plan when conditions can be foreseen, but rapidly changing conditions require planning. I agree, still I am not taking sides with the other group. Their position is to me just as untenable as the first. I believe, further, that if you will cooperate with me in a careful review of the situation, we can clear up this plan situation and get together on the right track. This thing of being divided into two camps doesn't appeal. It isn't the way to progress.

In saying this I do not forget that we have plan standards and plan requirements. I could not think much of the Service if we did not have. It would put us definitely, as an organization, out of that class in which I take great pride in thinking we belong. As to just what these requirements are, I am just a bit hazy. I intend to look it up. I remember that we also

have a standard method of analyzing the job. The two are closely related. For convenience we call the first two steps (Parts I & II) the analysis, and Part III the plan. Part III corresponds to what Margeson in the article reviewed, calls the seasonal plan. What he calls the "general plan" would include the objectives and standards of part one (and some other things such as the Manual) which we include in analysis. The thing he calls the "emergency plan" is the thing you do when an unlooked-for request for a report comes in the middle of the season when you know you ought to be doing something else; or when the mill burns and cutting is temporarily shut down on a planned area. What you actually do is not to abandon your plan but to make the necessary readjustments to fit the conditions that were out of control. The question is, was the plan (the thinking out in advance of certain relationships and sequences as to what ought to be done) of any value to you in doing this and how can it best be used?

Instead of asking questions as I have in the past, I am giving you an outline which I have taken from Dr. Elyott's book on "Group Thinking". I am extremely anxious, not just to start a discussion—we have been doing that for years—but to get at the facts. To what extent can we plan and benefit from plans? If seasonal planning is of no value to us—possibly too difficult for us—let us find it out. Or if we are jousting with a wind-mill, let us find it out. If we will follow through on this simple outline—I wonder just where we will come out.

### *I. The Situation and its Problem.*

Try to analyze the situation, for as we agreed several years ago, "the situation gives the order." The situation determines the kind of plan we need. I am not here talking about the official job analysis. That too is a part of the situation. By plan, officially, we mean Part III. But to me a plan is just a systematic method for doing the things that have to be done. As a verb it means thinking out the most orderly way—the easiest way of doing the things we want to get done. Our trouble seems to be with changing, shifting jobs. They disrupt our orderly arrangement. What are these jobs? What proportion of our work are they? Can the foreseeable jobs be grouped in sequences that tend toward order? Taylor finds in one case that 53 per cent of jobs were unforeseen. Then can nothing be done with the other 47 per cent. There is a great deal of difference. In some districts free use and S-22 sales are unpredictable and in others they are regulated. In some places scaling and marking runs wild while in others it is regulated through tree-measurement sales. I have seen a man sitting by the driveway for six weeks to count sheep whenever they happened along, and I have seen driveways where the sheep came in on a schedule. To what extent can our work be regulated: exchange? improvements? grazing? special use? sales? fire? Just today I read an inspection report on a bad fire forest in Idaho. It mentioned a lookout serving his third year who had never had a fire. So do not exaggerate fire. They happen but not all the time.

Then consider our requirements. On page 43 of the Job Load Analysis Manual I find quite a bit of leeway is given in dates. Then on pages 51 and 56 to 58, I find that these trips and schedules can be shifted and recombined. In fact the seasonal plan idea has practically been abandoned;



dependence being placed largely in monthly plans. Is this going too far? Is it not approaching "opportunism" as mentioned by Margeson, or does it give us a "systematic" method of doing things. When unforeseen jobs do come as they will, can they be fitted in and some of the order saved, or does one such job cause the plan to "all go to pieces"? What is the actual situation?

## II. *Discovering What to Do.*

Under this head, consider the various possibilities: What are the different ways that might be followed? What would each of Taylor's two groups do? What do the two have in common? (That is if you have contacted such groups) What are their chief differences? What is it back of each that causes the difference? Is it a difference of fact? Analyze differences and reasons back of them? Do all men have the same objectives? Then is it a difference in method or a difference of understanding? What records do each group have to back up their opinions?

Starting with the common ground and eliminating differences not supported by fact, what is the most systematic method of handling our work on which you can see fairly general agreement? (We do not expect to all agree in every detail). Wherein does this system differ from standard requirements in the Job analysis manual? (Not the idea you got of it three years ago.)

## III. *How to Do It.*

That is, all things considered, (including the requirements which some of us do not yet understand) what do you think is the best thing to do. The reason this question is "How to do it" instead of what to do is that we all want to do the same thing; we all want to do that which is best for the Service regardless of personal desires or difficulties, so the question stands, "How to do it?" Your unbiased opinion is a part of the total "situation" which the Forester needs to know.

### *Brooks' Paper on Protection.*

This paper is not for discussion, although you may discuss it if you like. It is included for your information. There has been considerable criticism of the Federal forest policy primarily on three counts: First, that the Federal Government is spending too large a proportion of its funds in the West; second, that it spends a disproportionate amount on low value areas; and third, that there is not sufficient effort made to correlate the intensity of protection with the benefits resulting from protection. It is claimed that it is poor business to spend ten dollars to protect five, or at least that it is poor business to spend ten dollars to protect fifteen if that leaves twenty unprotected. These three questions are closely related. They have been given serious study. It is difficult to cheapen protection. It is also difficult to appraise the values being protected. In 1930, the Regional Foresters made a value classification based almost entirely on types and fixed the relative results of protection that would be acceptable in each. Last summer, using central Idaho as an example, study was made on the ground, first, to determine the real values in the back country and second, to determine cheaper methods of protection. Brooks is describing his contacts with these studies.



## DISCUSSION OF LESSON 13

Lesson 13, as you remember, was an attempt to review the past years work in our studies project and try to learn from that how to improve the work for the coming year. The discussions are of course for training; "self-training" and "cooperative training", in that we train each other. We discuss our own problems and at the same time, through a study of industrial literature, try to see their relation to the general problems of management. Some of you would like to make them an administrative tool and use them in developing policies and standards.

This idea has been advanced many times before. And it sounds reasonable. Why spend our time discussing the best way to do a thing and then not do it? Why agree that that one thing is best while another is required? Why concern ourselves about the techniques of management unless we intend to practice the best? That all seems simple enough, but just how far can we go in that direction without overstepping the bounds of good organization? We all know and recognize that those officials who are responsible for the work must have authority in determining methods. We also, as an organization, recognize that most decisions should be based on tests or records and not on authority. It is in the coordination of these two ideas that the Service has excelled. But even so we recognize that it is not the function of a study course to determine what administrative men shall do. On the otherhand each one of you has wide authority in his own right.

But should we attempt the more definite agreement on standards or methods, is there not danger that our "lesson" be used to "sell" the ideas of those in authority? Have I not been accused of that many times? And at times that may have been true, but not intentionally so. Yet selling the policies of the boss is perfectly legitimate, in fact desirable and necessary. They ought to be sold. It is a training function to do so. Still that has not been, and for the time being at least, will not be the purpose of this project. We may examine Service methods and try to find the principles on which they are based, to know why or to what extent they are good, but we should not try to rationalize them. Our objective is more distinctly educational. We want to know what good management is. It is my opinion that we can all of us exert more influence by keeping clear of "requirements" but at the same time discussing freely any and all problems. Not just "discussing" however, but studying the science of management and trying to determine its application.

Take the subject we are asking you to discuss this time for example. My objective is educational rather than training. I am not trying to sell established procedure. My boss may think I am trying to knock it. But I am not. I am just anxious to examine it apart from the requirements of administration and to see what we can find out about it. The only thing to fear is a superficial examination. However, I am not worried about results.

This group of discussions will I think prove very helpful. I plan to change my methods along the lines suggested. I will not try anything very radical and will attempt to keep methods from crystalizing. As long as we

can keep our methods flexible we should be able to keep in touch with the things that interest. There are a number of minor suggestions which I think I can observe. This project you must remember, covers a new field. No one has done the same thing before. And it is, perhaps more than you realize, a cooperative project. Your wishes will in so far as possible be observed.

P. K.

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J. F. CAMPBELL

FREMONT

LAKEVIEW, OREGON

How much of the decline in participation is due to the change from the old method of presenting "lessons" to the new idea of a management magazine? I was one who voted, last fall, for the new scheme but I confess I wonder now if it's as good as the old "course of study."

Under the old scheme we had definite subjects or "lessons". These were of general interest and the course was headed up by one who we felt spent much time in the study of management literature and therefore qualified as more or less of an authority. Those of us who had been reading something of organization and management saw in the "study course" an opportunity to express our ideas and conclusions. We saw much of what we had read used by "teacher" in the study course and this tended to confirm our feeling that our reading had not been in vain. Many of us remote from large libraries saw in the study course what we considered a real opportunity for self improvement, an opportunity to keep up on the reading we had begun when not quite so "remote".

But under the present arrangement someone, whom we possibly do not consider an authority on organization and management, writes an article on a subject of interest to him. This is used as the "lesson". It may or may not be that the same thing has troubled the rest of us. If it has, the probabilities are we have solved the problem with what light we had and gone on to the next job. It is well known that many forest officers feel that what will work on one forest may not work on another because of variation in local conditions. So that while the "Magazine" is very interesting to read some may feel that to write an article agreeing with or disagreeing with some other forest officer is not important.

Then there is the personal element. Under the old scheme the course was quite impersonal. While sometimes we did not agree with "teacher" we felt that some disagreement was to be expected and was quite welcome so we flew at it. But now I wonder if some of us aren't hesitant about contradicting the statements of some other fellow who may be perfectly right in what he says so far as his unit and his problems are concerned. Aren't some men likely to think, "that's his idea and it's probably O. K. for his problems?"

I believe that so long as the thing is a definite educational project, a course of "lessons", most of us will be keen to participate. So long as it is a "magazine" only those who feel that they write well are likely to contribute.



Reference is made to Discussion No. 13 on the subject of "Executive and Personnel Management" which asks for opinions on the conduct of the work to date and that to govern the future.

Personally, I have only one suggestion to govern the future. It relates primarily to the subject material and the need for progressive development of the subject up to a successful conclusion which in turn would approach the nature of a "resolution" upon which subsequent action should be taken. To be more specific, my idea is somewhat as follows:

a—A definite branch or division thereof of our work should be selected for detailed study, discussion, conclusions, and subsequent action in accord with such conclusions or recommendations. For example: the branch of Range Management might be selected for "administrative research". If so, then every conceivable phase of the work in connection therewith should be placed under the microscope, so to speak, and those who are interested enough to take a look would voice their unadulterated opinions as to what they see. This would cover the elements of study and discussions in the same manner as now exists.

b—This would require the subdivision of Range Management into twelve or more elements, each of which would represent a separate lesson, or subject, to cover a period of about twelve months. This subdivision might well be done by your office; I can not see the need for a "planning staff" as suggested by someone.

c—Having framed up a skeleton outline, your office would then select one, or more, individuals to introduce the material in the nature of a "paper" as heretofore. Two would be better than one and, if possible, they should be selected for their known attitudes on the "pro" or "con" side of the subject. Certainly your office is in a position to know such individuals either directly or through the Regional Foresters.

d—These "papers", in logical order of approach to the major subject, would be circulated to Supervisors and Regional Foresters who in turn would select individuals to participate in the study and discussion of same.

Note: At this point let me suggest also that a period of two to three months be allotted to the study and preparation of discussions. Also, that the "papers" not be published along with discussions—keep them separate.

e—Upon the receipt of discussions, they be published as a separate unit and such publication be limited to a specific subject to which the discussions are related.

These publications of discussions would be supplemented with a ballot on "pros" and "cons" related to the vital points involved which should be returned to you. This step would react in the nature of final conclusions and recommendations for each subdivision of the major subject.

f—The final step would be to publish the result of the ballot with comments on each subject, including action to be taken, by the Forester's office.

My idea may be too cumbersome to handle but you will recognize the



desire to stay with a given subject until it is completed and not merely open it up for discussion. In other words, if the subject is worth study and discussion in the first instance, it is worth following through with subsequent action. If we are called into conference through the medium of correspondence, let's have action taken in accord with the conclusions and recommendations of the majority. The personal opinion is that the apparent lack of interest in the work of the past year is that it was limited entirely to discussions. This may require dropping the informal idea and returning to the formal, but, regardless of the manner of approach, the objective should be to secure specific results. An excellent example of what I mean is demonstrated in the present Cost Keeping procedure—the result of logical approach to the subject, staying with one subject, and making the so-called “correspondence conference” produce specific results.

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ALVA A. SIMPSON

BEAVERHEAD

DILLON, MONTANA

1. Yes, except as commented upon.

5—I would like to see another attempt to interest Rangers. Perhaps your trouble is that only a limited number of Rangers know about the course. Aside from circulation, only one copy was sent Rangers here.

8—Continue reviews. It gets the “meat” without much effort.

10—Favor regular period of publication each three weeks, except June 1 to September 30.

11—Regardless of good intentions, I did not *take* time to review carefully and reply in the summer.  
New Methods, etc.:

1—Possibly “Questions and Answers” will assist us in meeting some problems; but, is this not a function or organization and not one of education? Don't see where it fits in with a training course.

3—Why is there any difference in the need or character of training of one group from another based upon relative rank? If the “sauce is good for the goose, it's good for the gander”.

4—I am for P. K. as a planner—am of the opinion that Mussilino is more efficient than communistic Russia.

5—Continue to review articles. Let the “class” review the subjects.

2. Widespread participation from Rangers to Forester should bring out all classes of opinion. Regional and Washington office participation has been altogether too little. Are they beyond need of training, or are they uninformed?

3. The discussion feature has been the outstanding beacon of all the courses. By all means continue it. Why can't we have the Regional Offices exert a little administrative pressure and meet their quota of discussions without bothering you?

5. We need a study on office methods and training, especially for rangers. How much does inefficient office practice in Rangers' offices cost the Government? “You'll be surprised”. Why devote all of our energies to improvement of field practice, when 35 to 50 per cent of the year is spent in office

work? Won't improved and efficient office practice reflect more time for field work?

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G. W. PIKE

BLACK HILLS

DEADWOOD, SOUTH DAKOTA

In this number you have critized me, as one of the group, for not sending in discussions. I therefore hasten to defend myself with the alibi that I did not consider my opinions of any value. However, I have been very much interested in the discussions and wish to see them continued. I might add that they have frequently given rise to spirited discussions among our office force.

I like your "reviews" of articles and wish them continued. I prefer this to review of subjects. I would like also to have occasional papers of informational value published as suggested.

I do not favor special numbers for special groups. It might tend to limit discussions to members of the group which is undesirable. Very frequently the observations of one outside the group are revolutionary and instructive. Also we are all working toward one objective, that of furthering the Service, and most progress can be made when each group understands something of the problems of the other.

It seems to me that a "Question and Answers" department is ambiguous. The discussion course itself is a question and answer department where everyone may ask and answer questions.

#### *Suggestion No. 1*

Your "discuss frankly" certainly does imply something, in spite of White's article which shows real confidence in his superiors. So does Conner's "embarrassing", "boss-yesser", and "Bolshevik." So does Gisborne's "gas bomb" "guts to broadcast", etc.

Let's run this bugaboo out in the open and see what it looks like. Such remarks imply a lack of confidence in superiors. It is obvious that there is a tendency *not* to "discuss frankly" which may account for your shortage of discussions.

Why?

It seems to me that the reason goes back to our "black ball" personnel rating system. Men hesitate to come out with a "gas bomb" like White's for fear of being rated as a Bolshevik or being labeled as having the wrong attitude (how I hate that word) on their personnel record. Our personnel system is labeled "black ball" by the "grapevine telegraph" because the individual has no chance to refute, deny, or explain its testimony.

The Manual requires that superiors discuss personnel matters with the individual, but how many of them do? Take my own case for example: I've worked under four supervisors. Only one of the four has ever discussed personnel matters with me. He told me he was pleased with my work but that my apparent enjoyment of my work was likely to be misinterpreted for the "wrong attitude". I promised to try to cultivate a serious, sober expression. I'm afraid I failed because I still get a kick out of my job and my personnel record must look like Hell.



Enough of that. I now suggest a little administrative study, with you as the judge, to kill and bury the bugaboo. Merely accept and print all discussions anonymously for a couple months. If you do not get more and better discussions and suggestions then your "discuss frankly" may be forever forgotten. Of course we're taking a chance and may come out like the boss who put up the suggestion box and received "The best suggestion for the good of the company that I can make is a new boss."

*Suggestion No. 2.*

In these days of furlough, threatened salary cuts and no raises, I suggest that each superior send each subordinate a note something like this, "I am pleased with your work during the past year and am glad to have you in the organization." The best part of a raise anyhow is the implication that your work is appreciated.

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E. D. SANDVIG

BEAVERHEAD

DILLON, MONTANA

1. Yes, except as follows—

5. Try interesting rangers again.

10. Establish a regular time for publication.

11. Discontinue publication during June, July and August.

Under "New Methods that Have Been Suggested":

3. Don't see necessity or applicability of special numbers for special groups. The same policies and problems confront all of us, regardless of position. Degree of difference is one largely of participation, unless job description is the subject.

4. No. We are satisfied with PK's program and plan. The staff, perhaps, wouldn't be satisfied with planning one year's work. It would outline "self-education" to be learned in four years or perhaps more likely ten. Let's not handicap PK with a lot of advisors who might have to be consulted every time he wanted to try something different.

5. Continue to review articles, as in the past. Might publish a bibliography of books pertaining to "Executive and Personnel Management" at sometime during the winter months.

2. The discussion and majority participation features can be maintained by the several Regional Foresters exerting a little pressure and administrative control, through the medium of asking participation in a stated number of discussions from a stated number of personnel from each Forest. Discussion of 100 per cent of the lessons would not be required and, accordingly, participation in those lessons of greatest personal interest could be selected.

4. At the beginning of the course, ask all participants to submit something to discuss, or name somebody who has something to discuss.

5. Office equipment and methods have been touched on in various discussions, but I do not believe have as yet been given enough consideration. Perhaps the Supervisor's and clerical job analyses and work plan are considered to cover the methods part sufficiently? If so, there is still room to improve our antiquated equipment.

It is some months since I attempted to write a discussion on one of these lessons. During the interim I have been quite busy. However, I have found time to read all the lessons, and possibly had it been demanded, I would very likely have submitted the lesson without sacrificing other higher priority work.

Perhaps a poll of those taking the lessons should be taken to determine whether the lessons should be discontinued during the field season. Personally, I favor discontinuance of the lessons during the months May to September inclusive. I believe all supervisors, at least should be required to take these lessons unless for some good reason they should be excused.

I hope during the winter to get over the lessons that I have missed since I am sure there are many valuable suggestions that can be adapted to our use here on this forest.

The paper prepared by the Ranger in last seasons lesson, was sent around to all the Rangers on this forest but it elicited no comments. This was perhaps due to the failure on my part to ask for a written opinion of the Rangers. You have to ask for what you want that is why a written discussion of these lessons should be required.

A written discussion of any subject will require a much closer study than it is apt to get where there is no check up on the individual. The object of the study course is to secure better management of the National Forests. This may be brought about by offering new and better ways of doing things, or developing more efficient work under present methods thru increased zeal or added stimulus to the workers.

Elbert Hubbard defines a successful leader as one "Who inspires in others the ability to think for themselves", "To crawl out of their mental ruts", or who "Lifts them out of the mire of the commonplace." It seems to me that this is the big problem in personnel management, "To lift out of the mire of the commonplace" or out from their "Mental ruts" men who are capable of doing better than they are now doing, and this applies to men who may be performing satisfactory service in their present positions but who lack the ambition to strive for the advancement that could be secured if they made the effort. We have a real problem in developing the different men working under us. Some are satisfied with their present assignments who can scarcely hope for higher positions, others are satisfied with present assignments who should be making every effort to get something better. These are some of the problems that I hope to find help in solving, from our present course in Personnel management.

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CRAWFORD R. BUELL

SIERRA

NIPINNAWASEE, CALIFORNIA

7. p. 4. The discussion in the same pamphlet appears to be the most practical method. However it has one serious disadvantage. Where a copy is routed thru several F. O's. it reaches some men so long after they have read the original article that it cannot be recalled closely enough to properly understand some of the comments, especially when such comments are listed by number.

9. Yes, your plan to use a limited number of reviews sounds good.



1 & 2 p. 11. Am not in a position to form an opinion as to past accomplishment for there has been opportunity to really study only a couple of numbers. In regard to papers by rangers, supervisors, etc., it is my opinion that the quality of the paper is the essential feature, the writer's name or title secondary, altho one written by an authority on a subject probably commands more respect.

3. The discussion feature certainly should be maintained. Often they bring out ideas more applicable to one's own little task than does the original article. They stimulate the reader's thinking. If too few men enter the discussion possibly others will become fed up on their ideas and may present their own, thereby restoring a healthy balance.

5. As to suggestion for topics, the following, which come to mind now, may have already been used in previous issues:

a. Methods of training of new personnel of ranger or JF ratings. Emphasis not so much on collective training such as given at the R-5 Feather River Training Camp, but upon individual training by the district ranger, project head, or supervisor.

b. Placing of asst. rangers with district rangers who are good instructors rather than merely placing them on overloaded districts where training may be very meager and where possibly an administrative guard would be of as much or more service to the district ranger. It could be approached from another angle, that of selecting rangers to handle overloaded districts who not only are efficient rangers but are good trainers of men. Is not such individual training of the utmost importance to the future welfare of the service?

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RAY PECK

GRAND MESA

GRAND JUNCTION, COLO.

1. The past methods used in the study courses have all been good. There has been enough variation used to make the courses interesting and in my opinion the lack of response from the field is not due to lack of interest in the lessons but to the recessiveness of officers to express themselves. A few men like to write out discussions but the average forest officer does not like paper work, while you can always get discussions by word of mouth it is very difficult to get them on paper. My impression is that nine out of ten forest officers want to be out in the field doing things rather than writing about it in the office.

2 & 3. If certain groups of men are assigned a subject on a competitive basis and they know they are expected to produce a discussion they will work their best to have this compare favorably with the other various contributions. For this reason I believe that if the forests were grouped and a subject assigned to these groups each Forest would then strive to produce something really worth while. The entire Forest force should be asked to do their share and the result would be the combined efforts of all the men.

Each year I have asked the Rangers to contribute something towards the Silvicial Report and they all apparently took quite an interest. However, nothing of value was received until each man was assigned a subject and a report made compulsory. I think this principle applies to forests

as well as ranger districts. In forming groups to handle particular questions it might be well to have one forest from each Region so that the competition would be Inter-Regional as well as Inter-forest. The rangers would take much more interest in the course if they had a direct responsibility in connection with it.

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W. R. KREUTZER

ROOSEVELT

FORT COLLINS, COLO.

The discussion courses have proved very beneficial in the training that I have gained through participating in them.

I would suggest that you use Professor Hermann H. Chapman's new (1931) book on Forest Management as the basis for a much needed course for the field in the Forest Service. It embraces, as you know, the place of forest management in forestry, forest organization and forest regulation. I am reviewing this book at the present time and find it well worth the time used in studying and reading it. It has been my belief that foresters as well as other professional men and women must keep up in their particular profession. This certainly requires the review of forestry books, old ones as well as new.

I think our courses should be limited to the winter months, beginning November 15 and ending April 15. The discussion feature, of course, should be maintained in order to keep up interest and to bring out the application of the various problems under the conditions on different Forests.

Men selected by the Service should be required to take the course. Rangers, Supervisors, Regional Office staff and Washington men should be given an opportunity to take part in these discussions and comment thereon.

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JAMES O. STEWART

ASHLEY

VERNAL, UTAH

With reference to the questions raised in "Executive and Personnel Management" bulletin No. 13, of November 15, 1932, I have the following remarks to make. Take them for what they are worth. The following pages and paragraphs are from the November 15 bulletin:

P. 4, Para. 2—Present method O. K.

P. 4, Para. 3—One paper at a time is best.

P. 4, Para. 4—Agree with you.

P. 4, Para. 6—Agree with you.

P. 4, Para. 7—Present method O. K.

P. 4, Para. 8—Place your personal comments in italics. Method used in past sometimes confusing.

P. 4, Para. 9—Not particularly keen about general reviews not directly related to the subject for discussion.

P. 4, Para. 10—The interval doesn't matter particularly, but concentrate on November to March.

P. 5, Para. 11—Don't think much of the lessons through the field season. If we can follow each lesson through the course they are more interesting than where it is necessary to lay them aside for a period as is necessary through the press of the field season.



P. 5, Para. 12—Grazing preference system and a definite scale of fees vs. bids for grazing privileges.

P. 5, Para. 13—Can't see that it matters whether or not you report to Regional Foresters.

P. 5, Para. 14—I prefer the actual case system.

*New Methods:*

1. Question and answer idea good.
2. Have those writing up subjects for discussion be more brief, or else you brief their papers when they are long.

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C. L. VAN GIESEN

ROOSEVELT

FORT COLLINS, COLO.

I have enjoyed and derived a great deal of benefit from this study course during the past year. The flexibility which has been allowed has made the lessons very interesting.

It was very difficult for the personnel of this Region to offer intelligent discussions on the series of "fire" lessons, since our fire organization and technique here are very simple as compared with the complex problems of critical Regions. These lessons were undoubtedly more of an informational type to us than the kind which stimulates discussion.

I have tried to submit a discussion for each lesson. This aim was defeated during the field season. I do not feel that the field force, generally, will benefit greatly from discussions during the period from June 1 to September 30. In addition to the general shortage of available time, there is the difficulty of properly concentrating on a subject when one is physically tired.

As an Assistant Supervisor, I have been very glad to be able to participate in this course. From the number of discussions by Assistant Supervisors which have been published, it seems apparent that as a group we are interested and have contributed quite generally. On many subjects, I am sure that members of the Regional Offices and the Washington Office should contribute more freely.

I think the book and article reviews incorporated in the lessons are of considerable value. These reviews permit us to grasp something of the problems and policies of private industries without reading volumes of material, a large part of which is not vital.

I feel that the greatest benefit will be derived by confining the subject matter of a lesson to a single topic. I am wondering if it would not be possible to broaden the subjects for discussion. I would like to suggest a plan for your consideration. You could select eight or ten topics relating to executive or personnel management of vital general interest. These could then be divided among the Supervisors of each Region. In other words, two or three Supervisors of each Region would be selected to write a discussion on each subject. The members of the Regional and Washington offices could also be asked to contribute on the same basis. You would then have thirty or forty discussions on each topic. You could then select the best paper to publish for general discussion by the field, or you could publish excerpts of several or a composite review of all of the papers. It

may be that this would be too exhaustive and would entail too much work. However, I feel that this system or a simplified adaptation of it would tend to insure that each subject was fully covered as the course progressed. Perhaps, it might be necessary to devote several lessons to the more expansive topics.

I believe that the course as it is being conducted should be adapted primarily to Supervisor's problems. It would seem that in order to make a course broad enough to be of interest to everyone, many groups would be robbed of much of the direct benefit which is now secured.

I am sure that all who have participated actively in this course during the past year will concur with me that we have derived a considerable amount of gain. I appreciate the thought and energy that you have expended in our behalf.

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LEE P. BROWN

OLYMPIC

OLYMPIA, WASHINGTON

1. In the interest of economy a number of Forest officers in various offices use the same lessons, passing them one to the other. The lessons are good—not only as a study but also as a means of occasional review. Consequently I would suggest that the following be furnished; a simple binder and an annual index, then punch the lessons so they can be assembled into booklets and filed in the Supervisor's library. In years to come these will be of increasing value. It might pay to do this for those previous study courses we have had.

2. I got a great deal out of Keplinger's prepared study courses. It means lots of work for him but it gives the field the meat of books, of ideas and of principles. In other words it assembles for the field more than they could get by undirected reading, study or thought on the same subjects. The prepared lesson could be used in connection with other programs or in a course of its own.

3. One at a time is best in as far as I am concerned. I usually read the lesson, think it over at odd times for several days, perhaps discuss its ideas with others, and finally reread the lesson, study and formulate my answer. Might I suggest where possible Keplinger refer to chapters or pages of books dealing with the subject where a chap interested could browse around and get additional information if he wished. Keplinger used to do this to some extent in his prepared courses.

4. The mind responds more quickly to a definite stimulus. A lesson in title only is like my wife asking me, "What do you want for dinner?" She says I never have any idea. But if she says "Would you like lamb chops for dinner?" she gets a positive answer, and if the menu is not satisfactory usually a concrete suggestion for something else. In other words the psychology of an abstract suggestion without an article as a basis to start the train of thought is wrong, regardless of whether it is study courses or food.

5. I do not think the rangers saw many of the discussions mentioned. And where they did, their reaction probably was "Well, I'm reaching out of my class. If I disagree I may get my foot into it, better just lay off." I'm sure that a study course issued to the rangers for them will appeal to many and will find satisfactory response.



6. It is obviously impossible to publish all the discussions on any one lesson sent to Keplinger regardless of whether or not they arrive on time. Consequently I would like to have Keplinger brief the replies. Many are in the same tenor, here and there may be a distinct grouping of thought. Where such is the case I would like to get that comment. In other words, I have often wondered what the majority said or thought on the lesson under discussion. Couldn't Keplinger give us this?

7. Immaterial how it is done.

8. Refer to 6—I like the reviews and the comments. They help to crystalize thought.

9. I like the general articles. A limited number are fine. They give us ideas of how the other fellow does it, and also helps us to crawl out of our own shell.

10. & 11. Personally I'm busy the year round. It's not a field season and a slack season in which to do the lesson, but a case of interest. I think one a month is as good as bunching them in the winter. It's really immaterial, as I lag and sprint to catch up either way, depending on the jobs on hand that must be done and the chance to do the study course evenings. What may suit others wouldn't suit me, what suits me now may not a month from now.

12. I have a few subjects which I would like to suggest for discussion, also a study course.

A. A study course of the manual. (Perhaps this would call attention to its bulk and tend to reduce its size.) I fail to see where the bigger manual is much if any better than the older ones which were simpler in detail and smaller. If Government economy means less personnel, we have some need of shortening instructions to the irreducible minimum as a timesaver. The old Infantry Drill Regulations and Manual of Arms were ideal for their conciseness. The manual study course of years gone by were very useful.

B. One of my treasured possessions is the three seasons' association with Supervisor Kreutzer because of his background. He grew up with the manual, he had helped make the regulations and explained to me some of the underlying fundamental principles or ideas back of them. May I suggest that since the old timers are beginning to drop out and many of the newer men and even some not as new but bordering on the old timer rating themselves do not have this background, an occasional article or even a series of articles by those who know, explaining the origin and principles guiding in the formation of our regulations and our work would be well worth while. Such articles would be of historical interest only in a minor key, they should be an aid in understanding and applying the instructions to the job and an inspiration. For example, how many know the why and wherefore of the principle that the "habitat of the stock determine the range to be used", which was for so long a landmark in grazing allotment work. I would suggest such men as E. A. Sherman and Wm. R. Kreutzer to write the articles.

C. As to lessons for study, here are a few:

1. Training the ranger's wife as an aid to the ranger in his work.
2. Maintaining friendly social contact where several official families are grouped in isolated places or small communities. For a time I worked in the Indian Service, and one of the superintendents biggest jobs was preventing professional jealousies over higher ratings, better pay or occupancy of better houses, or an occasional gossip or gadfly raising hell with his organization. We are in places grouping Forest officers and their families, where contact is constant and intimate. These locations are special problems, but the underlying principles are fundamental and apply anywhere.
3. Maintaining the interest and progress of the short term employees when there is little hope of permanent appointment.
4. How can we care for the college graduate in the short term force until he finds a permanent place in the profession, in public or in private employment? Many of the students who finished school one or two years ago are getting very much discouraged.
5. Methods of helping the man who is in a rut get out.
6. Helping the man who has reached his limit and knows it find compensations and the philosophy that will enable him to maintain an aggressive interest in his job.

Above all things, I think Keplinger should keep away from scientific forestry subjects dealing with silviculture, dendrology, etc. I also do not like the idea of prepared papers on subjects which are not open to discussion. I think that it is possible for reports on administrative studies to have a mortuary effect on our study courses. If they are worth it, publish them and send them to the field for general distribution, but not as a part of a study course.

13. No comment to make.

14. The use of actual cases is excellent and should be used whenever available.

Comment on New Methods:

1. Question and answers is a good idea but why not make it service wide. The Service Bulletin would, it seems to me, be a good medium. If you apply it to a study course, it would be to ask us questions about our work and let the field answer. In other words reverse the process. Present us with a problem, then ask us to solve it, using our Regional handbooks, manuals and circular letters pertaining thereto.

2. See comment under 12 above. This idea can be dangerous as well as helpful to a study course.

3. Special number for special groups is, I think, a good idea, and would bring out some of their problems and help the group crystalize their thought.

4. Personally Keplinger has ideas enough, and with what the Washington and Regional Offices can give him, I do not see where much help is needed from the balance of the field.



5. My ideas are expressed in previous statements made. Namely, I like the review of articles and the comment of the instructor on lessons. I would add that he acts as the clearing house or agent, giving the field the ideas of the majority as expressed in their lessson discussions. These latter would seldom if ever be at variance with official Forest Service policies.